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ABSTRACT

This document reports on a seminar that had the following objectives: (1) to study the links between current training programs for teaching and nonteaching staff and the staff's actual responsibilities and duties; (2) to highlight the new needs of schools, pupils, and society in general; and (3) to highlight trends and innovations in the development of human resources in schools. A paper by Jean-Michel LeClercq, "How Appropriate to Staff Duties Are Staff Training Programmes, in Terms of Human Resources Management?" provided the context for the working groups on the first objective. Teachers' duties and roles are strongly affected by societal changes, and factors that must be considered are the priorities for setting school agendas, the steps for teachers to develop professionally, and partnerships in training new teachers. In "Teachers: New Demands from Pupils, Schools and Society," Denis Kallen emphasized changes in teachers' lives including changes in relation to initial training, induction, and in-service training. Trends from several countries are summarized, and recommendations and issues for further discussion are outlined in five broad categories: teacher education and educational goals; skills, competencies, and qualities needed by teachers; creating multi-disciplinary teams to achieve school goals; and incorporating the European dimension more fully into initial and in-service teacher education. Included in the appendices are an outline of the seminar program, a list of participants, and the addresses by LeClercq and Kallen. (ND)



ED 404 319

The development of human resources for secondary education in Europe: teaching and non-teaching staff - today and tomorrow

Estoril, Portugal, 30 May-1 June 1996

Report of the Seminar

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A secondary education for Europe

Strasbourg 1996

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Only questions related to national defence are excluded from the Council of Europe's work, and the Organisation has activities in the following areas: democracy, human rights and fundamental freedoms; media and communication; social and economic affairs; education, culture, heritage and sport; youth; health; environment and regional planning; local democracy; and legal co-operation.

The **European Cultural Convention** was opened for signature in 1954. This international treaty is open to European countries that are not members of the Council of Europe, and it enables them to take part in the Organisation's programmes on education, culture, sport and youth. So far, 44 States have acceded to the European Cultural Convention: the Council of Europe's full member States plus Belarus, Bosnia-Herzegovina, Croatia, the Holy See and Monaco.

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- the protection, reinforcement and promotion of human rights and fundamental freedoms and pluralist democracy;
- the promotion of an awareness of European identity;
- the search for common responses to the great challenges facing European society.

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COUNCIL FOR CULTURAL CO-OPERATION (CDCC)

A SECONDARY EDUCATION FOR EUROPE

Seminar on

**"The development of human resources for
secondary education in Europe:
teaching and non-teaching staff
– today and tomorrow"**

**Estoril, Portugal
30 May-1 June 1996**

General Report

by

**Mr David TAYLOR, HMI
United Kingdom**

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I. Foreword

*A Europa jaz, posta nos cotovelos;
De oriente a ocidente jaz fitando,
E toldam-lhe românticos cabelos
Olhos gregos, lembrando.*

*O cotovelo esquerdo é recaudo;
O direito é em ângulo disposto.
Aquele diz Itália onde é pussado.
Este diz Inglaterra onde, afastado,
A mão sustenta, em que se apoia o rosto.*

*Fita, com olhar estingico e fatal,
O ocidente, futuro do passado.*

O rosto com que fita é Portugal.

*Europe on her elbows rests,
From East to West, staring out,
Her romantic hair in a cascade flows,
Her Greek eyes, reminiscing.*

*Her left elbow slightly withdrawn,
Her chin upon the right one lies.
Upon the former rests what is called Italy
Upon the latter, afar, England.
And in her hand she holds her face.*

*A fateful stare, like that of the Sphinx,
The west she sees, future of the past.
The face she stares with is Portugal.*

The above Portuguese poem was read out by Mr José MATIAS ALVES, Director of the Department of Secondary Education, Ministry of Education (Portugal) in his opening speech. In an English translation by the Seminar's interpreters, it reappeared as a text to introduce the

concluding session. Apart from emphasising the **spacial** unity and situation of Europe, the poem draws attention especially to the **temporal** context of the development of European civilization, with the necessity of drawing on Europe's historical roots when looking towards the future.

The phrase "olhos gregos" ("Greek eyes") perhaps has a particular resonance for educational discourse. The persuasive influence of the concepts and categories established especially by Plato and Aristotle mean that for Europeans, to see education "through Greek eyes" is inescapable: indeed, it could be argued that all discussion about the nature and purpose of education – and, especially, of teaching and training methodologies – oscillates between the Socratic tradition of open-ended intellectual enquiry, probing into the nature of knowledge, and the sophistic craft of imparting expertise in specialist disciplines. Moreover, debate into the rational basis of the educational curriculum and the hierarchy of subjects and learning needs continues to look back to Platonic constructs and principles.

And so the topic of the Seminar constantly underlined the ways in which European traditions were rooted in their Greek origins, mediated – and often misunderstood – by their Roman conquerors. But Europe had learned too from Eastern influences, and in an area of international comparisons undoubtedly continued to do so – whether in the deep respect accorded to the venerable figure of the Oriental teacher or in the depth of parental and cultural support for pupils' learning.

As always in multi-national gatherings, the secret of productive dialogue lay in the capacity to draw as fully and strongly on specific **exempla** and national realities in order to move towards shared perceptions and common aspirations – and to do so in a way which avoided the bland generalities of the lowest common denominator, by retaining a sharp, clear focus on changes which would have practical benefit in securing pupils' entitlement to an education supported by the richest possible variety of "human resources".

Especially, of course, it was of the utmost importance that the debate should give due weight to the European dimension: in this connection, the document prepared by Mr Jean-Michel LECLERCQ has posed critical questions for teacher training – or "teacher education", the broader concept preferred by the Seminar: questions on the **purposes** of the teacher education and the universal values on which it must rest; on the **concept** of training curricula; and on matters of **pedagogy**. These were to be the questions which were to reverberate through the Seminar's discussions.

II. Objectives of the Seminar

The theme for the Seminar had emerged from the fact that, within the earlier work carried out for the project "A Secondary Education for Europe", questions relating to the training of teaching and non-teaching staff had frequently been raised. It was clear that new social and political landscapes set new challenges. Hence traditional patterns of training and organisation might fail to equip those working in education with the skills and knowledge required to meet these. In the light of this, the following objectives were set for the Seminar:

- to study the existing links between current training programmes for teaching and non-teaching staff and their actual responsibilities and duties;
- to highlight the new needs of schools, pupils and society in general;
- to highlight trends and innovations in the development of human resources in schools.

III. Theme 1: How appropriate to staff duties are training programmes?

The context for the working groups was again set by Mr Jean-Michel LECLERCQ, in his talk and paper on the "human resource management" implications of this question (Appendix III). This paper, and the forthcoming group discussions, underlined that this question is deceptively simple to pose – deceptive because the more one attempts to unpack it, the greater the number of layers which become apparent. It was, of course, important to begin by identifying the range of duties – and this range has to embrace duties both of teachers and of those who are not themselves teachers, but who have a vital part to play in school education, though one which is not often clearly defined: indeed, as Mr Leclercq observed, the habit of distinguishing sharply between teaching and non-teaching staff might itself need to be challenged. Moreover, the question of duties itself depends on the analysis of roles of teachers, which is itself contingent on answers to questions about the roles of schools and the purposes of schooling. And so these questions are linked, as by an invisible thread, to fundamental questions about the aims of education and the expectations which society places on our schools.

Hence, answers to questions about teachers' roles, in particular, tend inevitably to stress:

- the multiplicity and diversity of these roles;
- their increasing complexity and unpredictability.

In undertaking such an analysis, it becomes apparent that the nature of the teacher's duties and roles is strongly affected by the characteristics of our changing societies: Theme 1 and Theme 2 are therefore closely linked. Training programmes which may have been adequate to traditional teaching duties may fail to equip teachers for changed expectations. The case studies, as well as the Seminar papers and speeches, have all underlined the fact that approaches to the training and education of teachers and non-teachers **are** changing to reflect these expectations, and need to change more.

Yet, it seems, there must be limits. Not everything can be done by schools. Teachers cannot do everything that has to be done by schools. Courses in initial teacher education cannot, in a timetable which is often tightly constrained, equip teachers fully for all the tasks that they will have to undertake.

So, there are questions about **priorities** about **progression** and about **partnerships**.

Priorities: Who decides these? When derives the right to decision-making in schools? What are the roles of central government, local government, local communities, parents and others in determining the agenda for schools? These questions must be set in the context of European and international perspectives: in the end, what values and whose values underpin the tasks of schools?

Progression: if it is unreasonable to expect the new teacher to emerge into schools like Athene, springing fully-armed from the head of Zeus, then it follows that it is necessary to establish as clearly as possible how to define the essential territory of initial training and the ways in which teachers can develop professionally through their careers. Perhaps this places a particular demand on the **third I, Induction**, which has been defined as "the transition from student/teacher to self-directing professional".

Partnerships: this important concept embraces **both** the collaboration between higher education and schools in teacher education **and** the development of what the Seminar's Francophone group neatly termed "*les équipes éducatives*", a category which may subsume "*les équipes multiprofessionnelles*". In this context, it is important to ensure that the development of such teamwork is carried out in ways which do not pose a fundamental threat to teachers' (to refer again to a subtle and perhaps untranslatable Francophone distinction) "*professionalisme*" and "*professionalité*". There are teasing questions here, too about the best ways of adding to a school's armoury much-needed skills: for example, to what extent should the teacher become psychologist or psychologist become teacher? In any case, the value of establishing non-teaching roles in relation to those of teachers is surely paramount:

how is it possible to ensure that other adults support the work of schools in pursuit of their corporate goals (*projets d'établissement*) by **liberating, facilitating, supporting and complementing** the work of teachers in their various roles:

- curricular/pedagogic;
- personal/social;
- management/administrative.

The United Kingdom case study distinguished the part which could be played by, at least, the following groups: school governors; parents, technical staff, classroom assistants, clerical and administrative staff; medical and counselling staff, site managers. To these groups might also be added other members of the wider community, including the world of industry and higher education. Reviewing such categories suggested a number of key issues facing schools in utilising the skills of adults other than teachers including:

- recruiting staff who possess newly-needed skills;
- retraining and updating existing staff, to fit them for challenges presented by technological change;
- integrating teaching and non-teaching staff successfully, to avoid the impression that there are "first and second class" staff, and to ensure that roles are complementary and mutually understood;
- developing the capacity of non-teaching staff to contribute explicitly to the school's objectives, including educational outcomes for pupils.

IV. Theme 2: New needs of schools, pupils and society in general

In his paper "Teachers: new demands from pupils, schools and society", which formed the basis for his talk to the Seminar (Appendix IV), Mr Denis KALLEN emphasised how different was the general context of teachers' lives today and summarised the variety of emerging factors. Changes were taking place in relation to all of the "three Is" (initial training, induction and in-service education) and also to schools, the profile and age-range of pupils and, most importantly, in society, both within individual countries and in Europe more generally. These changes often imposed new **demands** on teachers, but these were not necessarily identical to **needs** – a distinction which was important to preserve: teachers must be protected from unreasonable expectations.

Not all that is demanded is equally valid, and it is by no means simple to establish what **society** needs, what **schools** need, what individual **teachers** need and (especially) what **pupils** themselves need. Not all of those needs will be easily reconcilable, and not all will be easily satisfied. However, in the case of teachers, there are certain features which may appear both desirable in themselves and essential if the needs of the other groups are to be met, including:

- proper recognition of the worth of the education role (status, salary, self-esteem);
- the opportunity to see teachers' **self-development** as a constituent in **Institutional development** (shared goals, effective teamwork, holistic strategies);
- ability to link updating of **subject knowledge** to **subject application**, and **pedagogy** through such mean as:
 - equipping teachers with required learning resources, including information technology;
 - relating their individual subjects to **whole curriculum** and its goals (skills, attitudes values) and to the "hidden curriculum".

Moving from the individual teacher, there are ways in which the clear identification of the **Institutional needs** can provide a framework for developing appropriate responses. This will argue for encouraging the creation of schools which can become:

- **autonomous schools**, in that they become increasingly responsible for self-determined strategies and self-management;
- **self-critical schools**, which develop the means to monitor and evaluate their progress towards defined goals;
- **learning schools**, in that they contain the seeds for generating improved practice (for example, as **training schools** involved in **Initial teacher training** or by **school-based** professional development programmes);
- **open schools**, through the provision of willing and receptive access to parents, to pupil-evaluation, to the needs of minority interest groups, to the local community, to industry.

Rapid changes in society and in individual countries' economy and political and social systems undoubtedly both create new needs and make new demands on teachers. Pupils' particular needs can present formidable challenges to teachers' skills and stamina; if they are to cope with problems that could be emotional and psychological as well as academic, they need to be better equipped and require specialists to help them in solving problems. Since teachers are not always trained to meet these new demands, they may need special training and re-training, as well as the support, within the school, of school managers and specialised staff, and of other stakeholders in education, including in-school support from specialists, notably: the school's psychological service; careers, guidance and counselling services; and welfare services and the support of other specialists, as well as external support from parents, educationalist and industry.

With the explosion of knowledge at all levels and areas, teachers have to be more knowledgeable and, at the same time, selective in imparting knowledge to avoid overload in the curriculum. They also have to find new ways of communicating that knowledge, through using more active methods, which enable students to acquire the necessary skills for autonomous learning.

The European dimension should permeate all subjects, and generally accepted values should be encouraged, in spite of the many differences that exist in Europe. The preservation of a national or university identity need not go against pluralism in a democratic society or a democratic Europe.

V. Theme 3: Possible answers: trends and innovations in the development of human resources

The third theme in effect consisted of the attempt to propose solutions to the first two – linked – themes. In grappling with the problems, the case studies from participating countries (both those submitted in advance and those presented orally) offered many insights and underlined the range of common preoccupations. Among the trends identified in the written submissions were the following:

- (from England) the increasing place of schools in initial training, and the emphasis on the standards required by teachers in key competencies;
- (from Italy) the attempt to define the pre-service curriculum needed by intending teachers, and the national funding of key objectives for continuing professional development and training;

- (from Lithuania) the increasing stress on the personal and social skills required by teachers (communication, adaptability, creativity, self-confidence and empathy) and on teamwork within a school community, to include the development of non-teaching staff;
- (from Slovenia) an increasing emphasis on school teaching practice within teacher education, combined with strenuous efforts to promote the European dimension through cooperation and participation in such subjects as Tempus and Erasmus;
- (from Spain) emphasis on Teachers' Centres as providing a basic model for in-service teacher education, with functions for supporting the curriculum, planning and carrying out practical and innovative in-service provision, managing learning resources and teaching materials, and providing teachers with social and cultural impetus;
- (from Ukraine) changing the content and character of professional training, in order to develop teachers' personal and professional understanding, and equipping teachers to cope with the radically changed social contexts.

Not surprisingly the Seminar emphatically underlined that to pose problems is an infinitely less challenging enterprise than to propose solutions. However, there was a refreshing willingness to explore the inter-relationship between the matters of **precept, policy and principle** and those of **practice and pedagogy**, and a desire to move from the realm of **theoretical discourse to practical implementation**, to ensure that the debate did not remain remote from the everyday reality of school and teachers. In addition, that rootedness in **actual classroom practice** must itself inform the **policy dimension** at **local, national and supra-national** level, to prevent change from remaining dispersed, sporadic and idiosyncratic. The Seminar had therefore faced up to those implications for **improved teaching methods, use of resources, training programmes**; but equally it recognised that desirable outcomes depend crucially on **political will**, on the **commitment of national finance**, on an increased participation in **international collaboration**.

The recommendations and issues for further discussion, which were based on these studies, grouped themselves into several categories within the Seminar's themes. These can be summarised as follows:

Establishing a rationale for teacher education and educational goals, involving schools and universities/higher education;

- closer integration of higher education and schools in providing programmes of initial training, together with clarification of the distinctive role of the university and development of school-based approaches;

- providing a rationale for the curricula of initial training programmes, one which responds effectively to the new needs identified;
- strengthening of initial training programmes to equip teachers to deal with certain cross-curricular themes and dimensions, such as media education, information and other new technology, citizenship, problem-solving;
- the value of greater involvement of schools and teachers in research ("teaching as a research-based profession"), especially in **action research** on such matters as **curriculum development** – and helping to make educational research more applicable and relevant to the work of schools;
- further attention to the role of scholarship and the nature of knowledge within the undergraduate or post-graduate preparation of intending teachers: knowledge transmission/reception; knowledge and enquiry/research;
- ensuring that the legitimate instrumentist functions of education are harnessed to a coherent view of the intrinsic values of education.

The skills, competencies and qualities needed by teachers:

- development of a clear sense of a gradient of progression in the skills, standards and competencies required of teachers at various stages and levels, from the start of training through to qualified teacher status and to the "expert teacher"/school leader;
- better monitoring and evaluation of the impact of training programmes, both initial and continuing, on teaching quality using **self-assessment, peer evaluation, external agencies**, for example;
- clarifying further the concept of a good teacher – what one is and how to develop one;
- the fuller **empowering** of teachers in relation to developing programmes of continuing professional enhancement;
- ways of resolving any conflicts between the professional culture of teachers and new ways of thinking and working that may be required – seeking to ensure that innovations and reforms are taken up enthusiastically, not rejected or regarded with profound suspicion;

- developing the role of **school leaders** in working with external agents and school staff to resolve problems of applying policies or innovations – managing change effectively through, for example, **school development** and **action planning** and **appraisal of staff**.
- making good use of external as well as internal support structures to support schools' achievement of their goals;
- the need for fuller involvement of heads and teachers in the process of in-service needs identification, and the effects of this on making providers more client-centred;

Creating multi-disciplinary teams working to achieve school goals:

- fuller articulation of the teaching and non-teaching roles, together with developing teachers' status and professionalism/professionality, while at the same time making full use of other forms of expertise;
- defining more precisely the scope for, and characteristics of, effective teamwork (subject-teams; inter-disciplinary working; teachers and non-teachers; whole-school projects);

Incorporating the European dimension more fully into initial and in-service teacher education:

- a greater specification of the European dimension both in school curricula and in initial and subsequent training programmes, responding to teachers' perceived (or not yet perceived) needs for information/awareness/confidence to draw on European ideas in their teaching;
- offering programmes which contribute strongly to teachers' and pupils' understanding of such ideals as those embedded in the Council of Europe's philosophy for collaboration: participation in democracy; the rights of minorities; respect for and tolerance of individuals; social and political freedoms;
- gearing all such projects to the goal of improved educational outcomes for our pupils, fitting them to become better educated and better equipped as the citizens of Europe in the 21st Century.

VI. Conclusion

The Seminar's theme proved to be one which touched on fundamental aspects of teachers' professional life, on the nature of the school community and on national and supra-national policy. It revealed, certainly, substantial differences between countries over such questions as centralising and decentralising tendencies, the nature of initial and in-service teacher education and the degree to which other people, professional and lay, are or should be working alongside teachers. The questions "What is a teacher?" and "What is a good teacher?" were never far below the surface, with the consequent recognition that the kind of response given might have profound significance for the training and education of teachers: the place of the study of education itself (its philosophy, psychology, history and sociology); the emphasis on specialist subject-knowledge, compared with more general curricular or pastoral elements; the stress on pedagogics and teaching practice; the European and international dimension.

Such issues are connected, too, with questions which tax many European governments: about the selection, recruitment and retention of teachers; about the status, morale and professionalism of teachers; and about the encouragement of high standards in teaching, to which must be harnessed an effective concept of personal and professional development. Teachers need courage and confidence to face the new challenges, just as they need flexibility and vision to collaborate in productive teamwork with those who bring complementary skills, and just as they need breadth of perspective and knowledge to suffuse their teaching with a sense of Europe and its place in the wider world. The attempt to meet such lofty aspirations, so that "human resources" – people – are managed efficiently and effectively, demands strong leadership by international, national and local government, by school heads and by external support agencies – leadership which is imbued with a strong commitment to the universal values which must underpin all educational discourse and endeavour.

By not shirking such fundamental topics this Seminar has identified many pointers to how to secure a better match for the future between training needs and the training programmes actually provided. And, perhaps yet more significantly, it ended with a strength of purpose and resolution to translate these common goals into the policies and practices of the Council's member states, individually and working in collaboration. Europe's "Greek eyes" do not only reminisce; they also offer present insights and future visions.

Appendix I

Programme of the Seminar

Wednesday 29 May 1996

Arrival of participants

Thursday 30 May 1996

9.30 am Opening ceremony of the Seminar

Opening speeches by:

Mr José MATIAS ALVES (Chair of the Seminar), Director of the Department of
Secondary Education, Ministry of Education (Portugal)

Mr Jean-Pierre TITZ, Secretary of Education Committee, Council of Europe

10.00 am Plenary session

How appropriate to staff duties are training programmes?
(Mr Jean Michel LECLERCQ)

New needs (Mr Denis KALLEN, General Co-ordinator of the general theme:
Secondary education in Europe)

10.30 am Coffee break

11.00 am Working group

Theme 1: *How appropriate to staff duties are training programmes?*

1.00 pm Lunch

3.00 pm Working group

Theme 2: *New needs*

4.00 pm Coffee break

4.30 pm Continuation of working groups on theme 2

6.00 pm End of the first day

Friday 31 May 1996

9.30 am Round table with the rapporteurs of the working groups on themes 1 and 2

11.00 am Coffee break

11.30 am Working group

Theme 3: *Possible answers: trends and innovations in the development of human resources*

1.00 pm Lunch

3.00 pm Continuation of working groups on theme 3

4.00 pm Coffee break

4.30 pm Continuation of working groups on theme 3

6.00 pm End of the second day

Saturday 1 June 1996

9.30 am Round table with the rapporteurs of the working groups on theme 3

10.30 am Coffee break

11.30 am General report and conclusions of the Seminar by Mr David TAYLOR

Debate

1.00 pm Closing session

3.00 pm Guided tour of the town of Estoril

Appendix II

List of participants

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Appendix III How appropriate to staff duties are staff training programmes, in terms of human resources management?

By Mr Jean-Michel LECLERCO

It would be relatively easy to assess how appropriate training programmes were to the duties of teachers if it were simply a matter of ascertaining to what extent future teachers had been prepared for the teaching of specific subjects at a certain level. As far as the Council of Europe's project is concerned, this level could be conveniently defined as that corresponding to lower secondary school or upper secondary school, each of which has its specific requirements, and a higher level of ability could be called for from the second category of teacher than from the first.

However, as much of the information collected during the project or obtained from other international organisations or researchers has proved, this approach would be founded on a narrow, outmoded view of a teacher's duties, bearing in mind the far-reaching changes which have taken place in secondary education. Secondary schools have moved away from the essentially academic vocation they had in the past, as they now have not only to teach pupils who are very different from those of the previous generation, but also to provide them with knowledge other than that which is purely intellectual. The initial result, to which attention has been drawn repeatedly for a long time, was that it was no longer enough for teachers to know their subject well; they had to be able to impart knowledge, taking into account the different forms of receptiveness of their pupils. It then became apparent that these pedagogic skills were not enough; many others were needed to help children solve the problems presented by their socio-cultural environment or their personal development, which inevitably affected their aptitude for learning. Whether they were prepared to see themselves as "educators" or not, teachers were not able to cover all this ground, in areas where, sometimes in the face of adversity, young people's personalities were formed, and which schools could no longer ignore. Teachers therefore had to rely increasingly on outside help from people who had more time and more tools at their disposal for this. A similar phenomenon to this can be found in the field of training itself where, for example, searching for documents or using new educational and communication technologies may require outside help.

In this context, the notion of a teacher's "duties" is an extremely complex one, as it extends beyond having knowledge and know-how in a particular discipline, and encompasses a whole range of inter-personal and communication skills that can be used in relations with both pupils

and other colleagues. In assessing how appropriate staff training programmes are to teachers' duties it is therefore necessary to take into account so many parameters as to make the task almost impossible, especially if one also has to take into account in-service training, which has now become essential in order to fill the gaps left in teachers' initial training, which are almost inevitable when future teachers have to be trained for such a wide range of tasks.

It is hardly surprising, therefore, that it was decided that this Seminar would deal with the problem from the point of view of the management of human resources, as this approach is the one most likely to provide a solution. It could no doubt be accused of imposing upon education the management model of the business world, whose excessive claims and pretences are still commonly denounced.¹

However, one of the undeniable advantages of this approach is that it makes it possible to assess how appropriate teachers' training is to their actual duties on the basis of their ability to perform the tasks they are set by rallying together to meet common objectives. If this approach is used, it is by looking primarily at the relations within and between the professional sub-groups which can be identified in secondary schools that the suitability of their training can best be determined. The idea is that in-service training should enable individual actions to fit in easily with a collective approach and should, in the case in question, result in a united and dynamic teaching staff, as desired by all schools. And, consequently, while the existence of sub-groups within such a team would seem natural, if the wide range of responsibilities is to be taken on, excessive distance between these sub-groups could be considered as a sign of there being something lacking in their training.

If we look at things from this angle, the organisation and reactions of teaching staff would seem to raise a considerable number of questions.

First, there is the continuing habit of distinguishing between teaching and non-teaching staff. It is true that there are more non-teaching staff in some countries than in others, with use being made to varying degrees of specialised staff, either on the teaching side, for example in the supervising or monitoring of pupils, or on the managerial side, which in some cases, but not all, means that the staff in question are relieved of all their teaching duties. However, whatever the case, the impression is frequently given that the two categories are completely different, with one having responsibilities unlike those of teachers, and training that is different, not to say easier. This raises the question of the extent of this training, or even the need for it, and whether it would not be better to replace it by specialist training once a diploma, together with teaching experience, has been obtained, as is generally the case with head

1. See for example *"Le Mythe de l'entreprise"* (The Myth of the Company), Education et Management, Créteil CRDP, No. 13, April 1994.

teachers. The hesitation one frequently comes across over the way pupils should be guided in their choice of school subjects and careers is also significant, as it makes one wonder whether it would not be better to leave this to a specialised body of staff, or to certain teachers.

On the other hand, teachers' attitudes are not always likely to bring about the pooling of staff efforts one would like to be able to count on.

This is often the case in the upper years of comprehensive schools, an increasing number of which have been built, in order to provide a wide range of general education or vocational training courses as a more effective way of getting young people to mix and preparing them to be members of society. However, it is a well-known fact that teachers in academic sections and those in vocational sections have very little contact, and that even within the vocational sections themselves, there is little contact between teachers of general subjects and vocational instructors. This is hardly surprising when one bears in mind that both types of teachers have received training that more or less encourages them to ignore each other. Teachers of vocational subjects could almost be said to be considered as non-teaching staff: they are not systematically given courses to prepare them for teaching and, when they are, these courses are rarely long enough or detailed enough to put them on a par with their colleagues who teach academic subjects.

The problem is not made any easier when academic and vocational subjects continue to be taught in separate schools. Transfers of pupils between one type of school and the other are becoming increasingly common. However, the fact that their teachers know nothing about one another means that pupils changing to a different set of subjects run the risk of finding themselves with new teachers who know nothing about their prior education. Despite moves to bring the two sides closer together², with training periods in industry being included as part of the training for general teachers, and courses to improve the theoretical knowledge of vocational instructors, much remains to be done to achieve a degree of mutual recognition which would pave the way for real communication.

In lower secondary schools, the situation should be simpler. They too, however, have their share of serious drawbacks. Lower secondary schools which offer separate academic and vocational curricula are likely to experience the same problems as upper secondary schools when the initial training of the teachers has prepared them to teach specifically in one section or the other. In lower secondary schools where academic and vocational courses are combined, the situation should be more satisfactory when teachers' initial training is for this

2. See *Handbook of Teacher Training in Europe*, London 1994, Council of Europe and David Fulton, p. XII.

level only. In several countries, however, teachers' initial training covers the whole of secondary school, with the result that some teachers have trouble adapting to teaching the lower years. Some teachers choose to teach at this level because they are genuinely interested in doing so but, for others, it can be a case of seizing an opportunity when a post becomes vacant, even temporarily, while waiting to move on to teach upper secondary school classes. As a result, two sets of teachers, with different levels of involvement and commitment, may then exist within a single school. Another solution is that of recruitment by competitive examination, which is supposed to check teachers' ability to teach at this level, but there is no guarantee that this can make up for a prior training course which is unsuitable because it is too general. Another problem then arises: part of the teaching staff sets great store by the inappropriate requirements or methods of an elitist "hidden curriculum". Lower secondary schools where academic and vocational subjects are combined thus seem to have the most problems in cases where teachers have not been trained to teach specifically at this level.

Up until now, attempts to improve the compatibility of teachers' training with their future duties have focused on devoting more importance to inculcating pedagogic skills. It is true that the scope of this training is continually expanding and, although pride of place is still given to didactics, it now includes aspects related to relations and communication with pupils. However, it must be said that, on the whole, not much attention is paid to aspects concerning contact and co-operation with other teachers of the same subject or with other staff. For example, too little attention is paid to interdisciplinary study or exchanges, especially when the aim of the exchange is not merely to perfect a foreign language that is being studied, but is of a more general nature.

There is reason to believe that in-service training suffers, in many cases, from similar of shortcomings. This training tends to concentrate on improving the ability of teachers to teach their particular subject or subjects. However, this may contribute to reinforcing the notion of the specific nature of each group, instead of making the groups aware of the need to work with each other.

It would seem to take crises such as an outburst of delinquency or violence before other approaches are adopted on a more or less long-term basis.

There is of course no question of these approaches taking priority over others to such an extent that the essential element of teaching, the transfer of knowledge, is neglected. But, as the symposium in Bern showed, this element can no longer be dissociated from the acquisition of skills regarding relations between individuals within a particular group or society-in general. It is difficult to see how pupils can learn these skills if the teachers who are responsible for their education have not been taught to see the importance of these skills and to develop them. This is one aspect of the suitability of staff training to staff duties which we can no longer ignore.

These remarks were intended to suggest several paths for exploring this question. I do not claim that they open up radically new possibilities; the idea was that it is worth knowing that these paths exist and embarking upon them more resolutely.

This is probably also an opportunity to show that the world of teaching and training could be less closed than people tend to think, from the point of view of the management of human resources, provided that those involved in human resources management abandon their claim of having discovered a new universe, and stop holding up industrial or commercial companies as a model. Paradoxically, it is perhaps in this sector that one can imagine a flexible system of human resources management, of a kind only too often lacking elsewhere because of an unconditional attachment to the search for efficiency, which is so often misunderstood and on the subject of which teachers have a lot to say³.

This is one more reason to try to correct certain ideas and types of behaviour which foster ambiguity and make it impossible to get beneath the surface, which presents a deceptive picture.

3. This is the conclusion of Jose Antonio Fernandez's report "*L'éducation et les enseignants en Europe de l'Ouest*" (Education and teachers in western Europe), prepared for the 45th International Conference on Education.

By Mr Denis KALLEN***The general context***

Teachers today - and secondary teachers in particular - differ in many respects from those of yesterday. A "short list" of differences would include the following.

1. Teacher education

- i. The near-totality of secondary teachers are now trained in institutions of higher education and obtain an initial higher degree. This obviously has implications for their possible career mobility both in and outside education. In many countries the training patterns of lower and upper secondary teachers differ substantially:
 - in terms of training institutions: discipline-based faculties for the former, special teacher training institutions within or associated with the regular institutions of higher education for the latter;
 - this makes for a fundamental difference in training patterns and focus: discipline-centred for the former, pedagogy - and method - centred for the latter;
 - usually the former group receives little or no practice training whereas for the latter it is a substantial part of the course.
- ii. Teachers' career choice and recruitment have on the whole become more diffuse. Definitive choices and decisions take place at a later stage in their overall education-training course. They are taken "somewhere" and "sometime" and are often revocable. They are often second-choice options. One no longer enters the teaching profession as one would a priesthood.

2. Teachers as a professional group

- i. The "feminisation" of the secondary teacher population has rapidly progressed and in many countries a large majority - and in central and eastern Europe sometimes the near-totality - of teachers are women. But the managerial positions remain on the whole, held by men.

- ii. Fixed-term and part-time appointments have in many countries become common phenomena, responding to demands on behalf of teachers as well as to the changing needs of schools. The fact that women in particular have part-time assignments probably negatively affects their promotion chances;
- iii. Stagnating or declining pupil numbers have led to the drying up of recruitment flows. The eventual ageing of the teaching force – although still badly investigated – has consequences for school climates, for teachers' expectations and for the chances of promotion. It probably also affects the schools' innovation capacity.

3. Teachers' social condition

- i. The status of the teaching profession has in many countries been seriously degraded. Teacher pay is often lower than that in comparable employment elsewhere. In central and eastern Europe it is sometimes lower than the average income per head. The result is a weakened position for teachers vis-à-vis the school-external stakeholders: parents, school boards, employers and administrations. In addition, it often causes a shortage of certain categories of teachers.
- ii. Teachers' pay and teaching obligations usually depend on the level of diploma and of the course: the more qualified have less obligations, get better pay and teach in higher-level courses. One of the consequences is that careers are occluded ("cloisonnés"). Here and there, however, career patterns have been broken open. But on the whole, the barriers between categories of teachers still hold strong.

4. Teachers' tasks

- i. Teachers' tasks have been widened, after a trend to reduce them to knowledge transmission. They include institutionalised contacts and consultation with pupils and parents, pupil advice and guidance, evaluation commitments, administrative tasks, involvement in European exchange programmes, etc. The flat teaching load often represents less than two-thirds of the total.
- ii. One of the results is a growing discrepancy between teacher-pupil ratios and class size: the former has in most countries been substantially reduced, the latter often remains high. The implications of this contradictory development deserve to be given more attention.

5. In-service training

- i. In-service training is, henceforward, a common part of teachers' tasks. It tends to be made obligatory and has become a prerequisite for promotion or for assignment to managerial duties. However, in many countries the in-service training capacity falls far short of the needs, whereas due to the ageing of the teaching force demand is growing.

6. Pupil assessment and school-system evaluation

- i. The importance attached to assessment and evaluation changes the perceived role of teachers: they must, in the first place, obtain "good" results and they are accordingly held responsible by parents, school management, and school administration and government bodies.
- ii. At the same time, however, teachers are increasingly held responsible for their pupils' overall behaviour and well-being, without having received a clear, relevant mandate and without having been given the necessary means and power.

In the following, the new demands that teachers are facing on behalf of the pupil population, of the schools and of society are briefly enumerated and discussed.

A. A changing pupil population

Henceforward, the majority of the age-group – and in a rapidly increasing number of countries the near-totality – stays in school until the completion of upper secondary education. There are several consequences:

1. In a short lapse of time – much shorter than the average professional life-time of a teacher – the pupil population of secondary education has changed in three important respects:
 - in terms of "SES" (socio-economic status);
 - in terms of earlier educational experience and performance;
 - in terms of further career and educational expectations.
2. A second change refers to the massive arrival of ethnic and cultural minority groups in the secondary schools of western Europe. Their concentration in the centre or the suburbs of the major cities represents one of the most acute educational and social problems of our time. In central and eastern Europe the education of large ethnic and linguistic minorities is one of the great challenges for secondary education.

3. A third development refers to the increased profiling of the pupil population; each group demanding special treatment: the gifted, the mentally, socially or physically handicapped, groups with specific learning problems or with atypical behavioural or living patterns (the children or seamen, of Romas, etc.). In central and eastern Europe the recent migration flows have caused formerly unknown challenges to education. Refugees and asylum-seekers represent specific and nearly unsolvable problems to the schools.

4. A fourth factor relates to the behavioural problems caused by drug and alcohol abuse, delinquence and violence, extortion, vandalism and blackmailing. Relatively exceptional as these behaviour patterns are in the vast majority of secondary schools, they represent, nevertheless, one of the most preoccupying of problems in secondary schools.

5. The expectations of secondary pupils to continue their education after secondary school is probably the most consequential implication. It is closely related to massive unemployment of secondary school-leavers, but has also other origins, such as the higher education level of parents. Academic success and failure are as a result easily dramatised and the teacher indicted for his presumable responsibility.

On the other hand, this leads to an "academic drift" in curriculum choice.

B. Changing secondary schools

The secondary schools are caught in a maelstrom of developments that are often contradictory:

1. The diversity of the student body leads to a demand for greater curriculum choice, a trend that is further enhanced by a general tendency towards individualisation in society, with in its wake the right to free individual choice.

2. This development coincides with the stagnation or decline of pupil numbers. In its turn this has important implications for the organisation of the educational service. In some countries it leads to forced co-operation between secondary schools and to forced pooling of resources, including staff resources. Often these partnerships bring together general and technical-vocational schools. In other countries it implies forced mergers and the closing-down of smaller secondary schools.

3. The trend towards larger secondary schools that can be widely observed reinforces these developments. It is legitimised by the need to offer a larger choice of curricula, but also by the request for better resource management and resource saving.

In rural areas this means that secondary schools, mainly located as they are now in the larger towns, recruit their pupils from a large and diffuse catchment area. As a result co-operation with the local community and adaptation of courses for local needs are jeopardised.

4. Another significant development refers to the blend and the spread of the curriculum offer. The integrated upper secondary school is gaining ground. It offers a wide variety of courses across the whole spectrum of general, technical and vocational education. Teachers in these schools come from very different backgrounds. They must be able to help their pupils to make curriculum choices from a rich diversity of options with which they themselves may not be familiar.

5. More and more secondary schools offer post-secondary courses, general or technical, that prepare for a specific diploma, or that are intended to enhance pupils' chances of being admitted to the higher education course or institution of their choice. Here lies a new chance for secondary teachers to teach at a higher level. Thus, sometimes possibilities exist for secondary courses to become recognised as "higher education" with all that it implies in terms of staff status and remuneration.

6. The curriculum choices in (upper) secondary education determine to a large extent to which course and institution of higher education the pupil can later apply. These choices have to be made at an early stage and from a wide range of possibilities, whereas their implications are only known to the teacher who is very well informed about the higher education possibilities that concern their pupils.

7. Finally, the rush towards higher education leads to a rapid increase in the demand for extra tutoring in the "core" subjects of the admission process. While offering a chance for additional remuneration, these – mainly private – commitments may affect teachers' motivation and availability for their main tasks.

C. A changing society

It has become commonplace to say that society is rapidly changing. It is equally commonplace to denounce the slow adaptation of education to societal change.

There is, however, much evidence of schools being nowadays much more directly and rapidly affected by societal developments than was the case until quite recently. Less than ever are they part of a secluded "pedagogical province", unaffected by what is going on around them. However, it is true that certain sectors and aspects of education are slow to adapt and change. The curriculum is a case in point and so are teaching methods.

But in matters such as communication and behavioural patterns, prevailing values and norms, management styles, and relations between pupils, school-life has rapidly adapted to contemporary societal trends – and even many of its fads. Life in the classrooms, and even much more so in school recreational areas, has in many ways become a faithful replica of the prevalent youth culture.

The school as a place of teaching and learning has been slow to change, but the school as a place of living, of living together, of communication and of expression for young people has thus rapidly conformed to the changes in society.

Undoubtedly, the exposure of pupils to an incessant flow of information, impressions and incentives is one of the main causes. Consequently, the classroom has in many ways become "the world" – and the pupils have appropriated themselves the school and imposed their norms and values and their behavioural codes, *nonobstante* the curriculum and the rules and often *nonobstante* the teachers.

It must in this connection be remembered that nowadays many secondary school teachers are much older than their pupils' parents and that the "generation gap" between staff and pupils has continuously widened.

A few societal developments that directly affect the secondary school and that should guide them in their policy and action may be briefly mentioned.

1. Societies have become technology-dominated. The overwhelming presence of modern technology in pupils' out-of-school life cannot but profoundly affect their expectations and attitudes vis-à-vis schools and teachers. The gap between both worlds-school, and the world in which young people live – has as a result dramatically widened. Many teachers are for their pupils "old hat" because of their lack of familiarity with modern technology.

2. The explosion of modern communication is one of the main consequences of this new technology. Young people are exposed to a massive flow of stimuli and of information with which the school cannot compete. Access to this information has become entirely free and individual and totally beyond the schools' control.

Society has thus become a massive place of parallel learning, although the quality and relevance of this learning are scorned by many teachers and adults. This "horizontal" dimension of information and education throughout society represents a formidable challenge to schools and teachers. Developing complementarity – instead of mutual ignoring – between these two sources of knowledge, opinions and attitudes is a task that has been taken at hand by only a few schools and teachers.

3. The glorification of individualism and of the right to individual choice and determination has already been mentioned. It goes together with a revival of corporate interests and solidarity that does not heed the interests of others and that has little compassion for those who are excluded from the benefits of a high modern life.

4. Society has re-discovered values and norms and expects the schools to inculcate them to their pupils. In this connection, terms such as "solidarity", "the right to be different", "respect for otherness" and, of course, "democratic values" and "social equity" figure next to much more down-to earth "values" of economic signature: efficiency, competitiveness, flexibility, initiative. The cocktail that is thus proposed contains many incompatibilities and contradictions and the message conveyed to teachers and schools lacks clarity.

A striking example of these contradictions is that the school is expected to teach tolerance and acceptance of other cultures, whereas outside it, and among many of the pupils' parents, there is a rise in intolerance, a refusal of multi-culturalism and an often violent rejection of those who do not fit the common cultural mould.

5. Work has lost its paramount place and leisure has become a respectable activity in its own right. This shift in values profoundly affects society's expectations from the school and from the teacher – even if the work-ethic gospel is still preached in many policy statements and if the schools are constantly exhorted to adjust to the demands of the labour market and to strengthen their relations with the world of work. Here again teachers are caught in a set of potentially contradictory expectations.

6. Radical changes have occurred in the domain of the family. One-parent families, one or two child families, broken marriages and divorced or separated parents generate new and qualitatively different expectations from the school. These developments concern a substantial minority of the young people in school. Their impact on pupils' behaviour, on their demands on schools and teachers and on their expectations from education have not been sufficiently explored.

Among others, they probably affect the demand for higher education, they have implications for the role that the parents play in their children's school education (and the help that they can give them) and they determine pupils' behaviour towards the school's adults, that is the teachers, and towards their peers.